

LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for June 9, 2004 PLANNING COMMISSION MEETING

P.A.S.: Change of Zone #04038

PROPOSAL: Change from R-4 Residential to O-3 Office Park.

LOCATION: South 27th Street and Pine Lake Road.

LAND AREA: 8.8 acres, more or less.

CONCLUSION: This site should be preserved for residential or support services, such as a church. It is a great site for higher density residential – it is within walking distance of three schools, stores, restaurants, employment centers and trails. The adjacent residences and land were developed based on this site being residential. The street network and future school to the south were developed based on this site being residential.

There are limited sites for multi-family uses or for residential support services such as churches. Particularly in the southern part of Lincoln, sites to permit these two types of uses are in short supply and should not be converted to a commercial use which is in great supply. There is over 3.7 million square feet of commercial space approved in little over a mile from this site. The current owner, SouthPointe Christian Church, has several options under the present zoning to develop this site as a church or other residential uses.

RECOMMENDATION:

Denial

GENERAL INFORMATION:

LEGAL DESCRIPTION: Outlot B, South Ridge Crossing Original Addition and Outlot A, Wood Bridge Original Addition, except that portion conveyed to the City of Lincoln, located in the NE 1/4 of Section 24 T9N R6E, Lancaster County, Nebraska.

EXISTING LAND USE AND ZONING: Vacant R-4 Residential

SURROUNDING LAND USE AND ZONING:

North:	Vacant	R-1 Residential
South:	Vacant	R-4 Residential
East:	Commercial	B-2 Planned Neighborhood Business
West:	Multiple-family	R-4 Residential

HISTORY:

- Feb 1997 Administrative Amendment #97007 to Special Permit #1570 approved a revised layout and revised detention cell grading for the multiple-family area immediately west of this property.
- Jan 1997 Administrative Amendment #97003 to Special Permit #1570 approved a revised layout for the multiple-family area immediately west of this property.
- Dec 1996 Administrative Final Plat #96065 South Ridge Crossing Original Addition approved 6 lots and 2 outlots.
- Dec 1996 Final Plat #96033 Wood Bridge Original Addition approved 38 lots and 3 outlots.
- Sep 1996 Administrative Amendment #96036 to Special Permit #1570 approved a revised layout for the multiple-family area immediately west of this property.
- Nov 1995 Special Permit #1570 South Ridge CUP approved 418 dwelling units on 31 acres. The area within this request was shown with 144 dwelling units in 4 apartment buildings.
- Nov 1995 Change of Zone #2918 approved changing the zoning on this property from R-3 Residential to R-4 Residential.
- Nov 1995 Preliminary Plat #95011 The Ridge First Addition approved 589 dwelling units on 209 lots, and 6 outlots.

COMPREHENSIVE PLAN SPECIFICATIONS: The Land Use Plan shows this area as Urban Residential. (F 25) The intersection of 27th Street and Pine Lake Road is designated as a Regional Commerce Center, and a Pedestrian Activity Center. (F 41, 91)

Urban Residential: Multi-family and single-family residential uses in areas with varying densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre. (F 27)

Construction and renovation within the existing urban area should be compatible with the character of the surrounding neighborhood. (F 18)

Strip commercial development along transportation corridors is discouraged. (F 19)

Guiding Principles For All Commerce Centers include:

Commerce centers should generally contain a mix of land uses, including residential uses. Higher density residential uses should be included in and/or adjacent to all commercial centers. (F 41)

Strip commercial development is discouraged. Commerce Centers should not develop in a linear strip along a roadway nor be completely auto oriented. (F 41)

New or established commercial uses should not encroach upon, or expand into, existing neighborhoods. (F 41)

Physical linkages (i.e., sidewalks, trails, roads) should be utilized to directly connect Commerce Centers with adjacent development, although undesirable traffic impacts on adjacent residential areas should be avoided or minimized. (F 41)

Many Regional Centers are large scale retailing centers that include a mall with several department store anchors and numerous small shops, as well as adjacent commercial development with stand-alone restaurants and stores, such as Westfield Shoppingtown Gateway or SouthPointe Pavilions. (F 43)

Expansion of existing commercial and industrial uses should not encroach on existing neighborhoods and must be screened from residential areas. (F 49)

Encourage a mix of compatible land uses in neighborhoods, but similar uses on the same block face. Similar housing types face each other: single family faces single family, change to different use at rear of lot. Commercial parking lots should not intrude into residential areas where residential uses predominate a block face. More intense commercial uses (gas stations, big box stores, car wash, fast food, etc.) may not be compatible due to impact on nearby housing. Expansion in existing centers should not encroach, or expand to encroach, on existing neighborhoods, and commercial areas must be screened from residential areas. (F 69).

The diversity of land uses, including commercial and congregate living facilities are important to the diversity of any area, provided they fit within the character of the block and neighborhood. (F 71).

Pedestrians are found throughout the community. Their needs can vary by where they are located:

Activity Corridors and Centers - These areas tend to be located along arterials, particularly where two major arterials might intersect. These locations often have strip commercial or "L" shaped neighborhood shopping centers. Directness and safety for pedestrians going to, from, and within these corridors and centers should be stressed.

Schools - While it might not be critical for the route to school to be picturesque and visually captivating, a safe and secure environment must be provided for students going to and coming from schools. Sidewalks should be direct and continuous with safe street crossings. (F 91)

UTILITIES: The existing water main in Helen Witt Drive is a 6" main designed and built to serve residential uses. This should be an 8" main in order to serve commercial uses.

TRAFFIC ANALYSIS: The Comprehensive Plan identifies Pine Lake Road as a Minor Arterial, while Helen Witt Drive is a Local Street, both now and in the future. (E 49, F 103) Access to Pine Lake Road from the two outlots included in this proposal was relinquished when they were final platted. Helen Witt Drive will provide access to any future user of this property. Helen Witt Drive was designed and built as a residential street rather than a commercial street. The paving in this street is 27' wide, rather than the commercial design standard of 33' or 39'.

Minor Arterials: This functional class serves trips of moderate length and offers a lower level of mobility than principal arterials. This class interconnects with, and augments principal arterials, distributes traffic to smaller areas, and contains streets that place some emphasis on land access. These are characterized by moderate to heavy traffic volumes. (F 103)

Local Streets: These are composed of all lower order facilities that essentially serve as a conduit between abutting properties and higher order streets. Local streets provide the lowest level of mobility and generally exhibit the lowest traffic volumes. (F 105)

ALTERNATIVE USES: This property could be sold for improvement with the 144 multiple-family dwelling units already approved, or the CUP could be amended with townhouses. Alternatively, any use allowed in the R-4 district could go here, such as a church, childcare facility, health care facility, elderly or retirement housing, domiciliary care facility, or adult care center.

REGIONAL ISSUES: Developments along 14th and 27th Streets, from Pine Lake Road to Yankee Hill Road, has been approved for over 3.7 million square feet of commercial space, nearly 2 million square feet of which is unbuilt. Attached is a list of the approved developments, which shows 1.5 million square feet are approved at 27th Street and Pine Lake Road alone. The City has also seen the elimination of approved multiple-family sites in favor of commercial and lower density residential development in the past few years, representing a future supply of over 2,000 units being lost. The City has a limited supply of unbuilt apartment sites still remaining. There are only 15 sites in the entire city, and only 5 large unbuilt apartment sites south of Old Cheney Road. Eventually, the market for new apartment development will improve, but appropriate sites like this that meet the objectives of the Comprehensive Plan will no longer be available.

ANALYSIS:

1. This is a request to change the zoning from R-4 Residential to O-3 Office Park on property located near 27th Street and Pine Lake Road.
2. This property is currently approved for 144 multiple-family units in four 36-unit apartments. The site is currently owned by SouthPointe Christian Church.
3. This site is very appropriate for moderate to higher density residential development. It is within walking distance of stores, restaurants, office and considerable employment opportunities. It is within walking distance of two schools and is within one block from a future elementary school to the south. It is within one block of Scott Middle School and less than a mile from Southwest High School. A bike trail is just on the other side of Pine Lake Road.
4. The Comprehensive Plan encourages development of higher density housing near schools, stores and offices and opportunities for people to live in areas without

reliance on the automobile. The Plan also encourages a mix of housing types within a neighborhood and various parts of Lincoln.

5. The adjacent property to the west developed based on this site being residential. The approved multiple-family use for this property is part of a band of approved multiple-family uses providing this transition. Attached are copies of the approved plans for this property and Tamarin Ridge immediately to the south.
6. Public Works and Utilities notes that Helen Witt Drive was built to residential street standards. In addition, careful planning went into the development of the future school site to the south in order to separate and discourage commercial traffic from using Helen Witt Drive and Jacob Drive next to the future school. Lincoln Public Schools was concerned about the potential for automobiles trying to avoid the intersection of 27th and Pine Lake Road and “cutting through” the neighborhood. By locating commercial uses at the entrances to the residential area, traffic may be more inclined to leave the arterial system and travel through the residential area. This change of zone would introduce 90,000 to 100,000 sq. ft. of office uses and commercial traffic to Helen Witt Drive, moving commercial uses further into the neighborhood and closer to the school.
7. The Comprehensive Plan stresses the point commercial development should not expand into existing neighborhoods. Additionally, similar uses should face each other, with changes to another use at the rear of the lot. The land to the west and south is residential. The Super Saver grocery store to the east was approved with the intent that it would share a rear yard with residential development on this land.
8. Traffic, utility, and drainage assumptions have all been based upon the approved residential use. Should this change of zone be approved, the street, water and drainage facilities serving this and nearby properties may be inadequate. The Public Works and Utilities Department has indicated these assumptions will need to be addressed if changing the zoning alters the original assumptions.
9. Changing this property from residential to commercial would mean allowing commercial uses to develop in a strip along Pine Lake Road. Development plans along the south side of Pine Lake Road have, in recent years, converted the mix of residential and commercial uses to a predominantly commercial strip. Although an apartment complex is approved further towards 14th Street, it is zoned O-3 Office Park and could be developed as offices by right.
10. It is not necessary to zone the buffer area with O-3 zoning in order to provide an appropriate transition from the grocery store. The apartments provide a suitable transition and the adjacent grocery store was developed as part of a plan that included the apartments. This is similar to other sites, such as multiple-family zoning providing

a transition from B-2 to single-family zoning at 70th and Van Dorn Streets, 70th Street and Pioneers Boulevard, 27th Street and Yankee Hill Road, and 40th Street and Yankee Hill Road.

Prepared by:

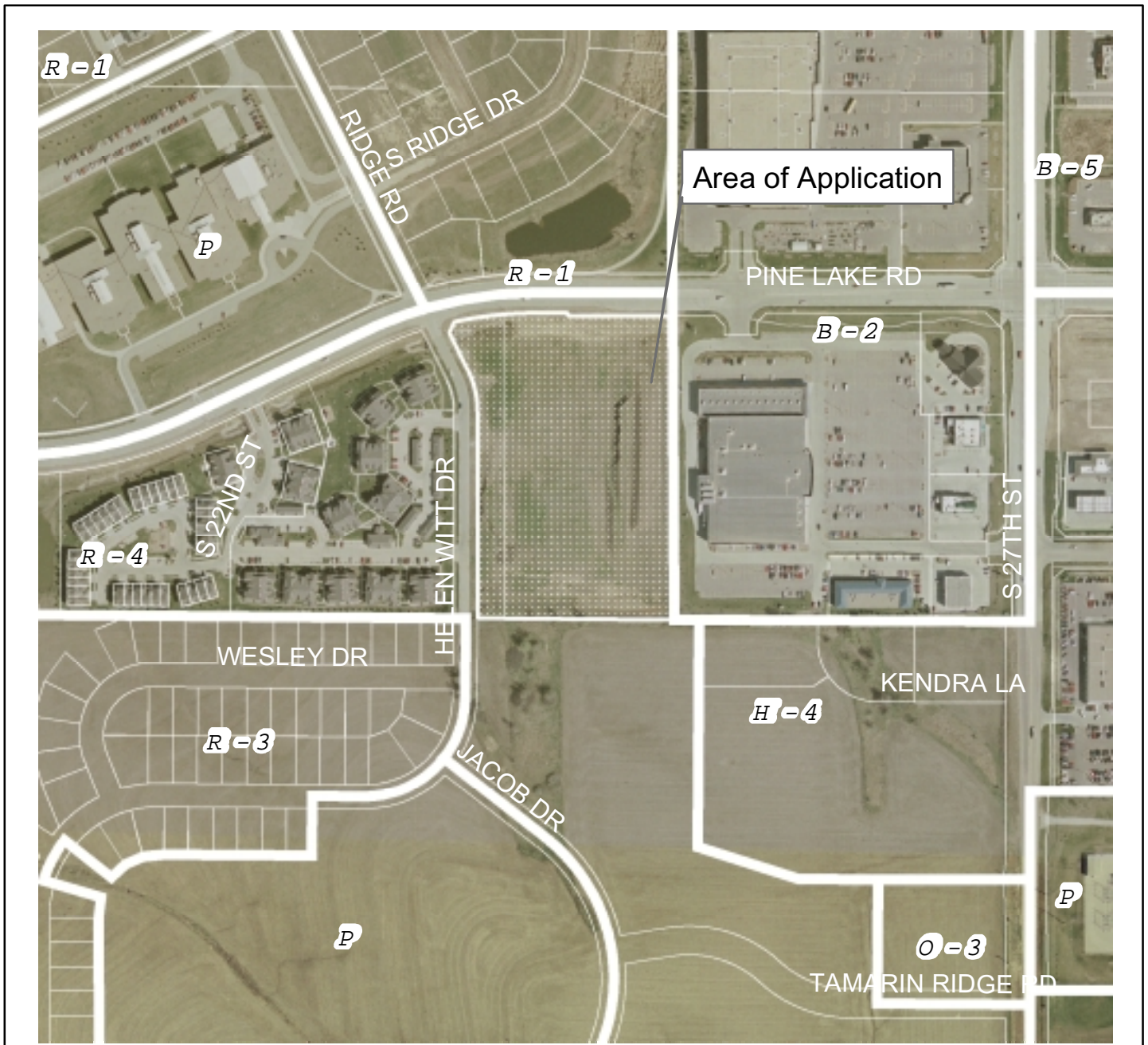
Greg Czaplewski, 441.7620, gczaplewski@ci.lincoln.ne.us

Date: May 27, 2004

Applicant Steve Miers
6000 South 56th Street
Lincoln, NE 68516
730.6000

Owner: Christian Church in Nebraska
c/o Kenneth Moore
1268 South 20th Street
Lincoln, NE 68502

Contact: Mark Hunzeker
1045 Lincoln Mall, Suite 200
Lincoln, NE 68508
476.7621



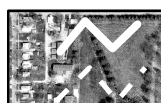
2002 aerial

Change of Zone #04038 S.27th & Pine Lake Rd.

Zoning:

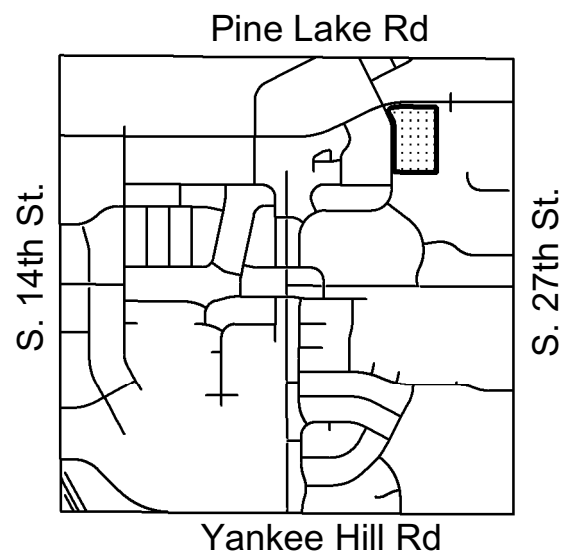
R-1 to R-8	Residential District
AG	Agricultural District
AGR	Agricultural Residential District
R-C	Residential Conservation District
O-1	Office District
O-2	Suburban Office District
O-3	Office Park District
R-T	Residential Transition District
B-1	Local Business District
B-2	Planned Neighborhood Business District
B-3	Commercial District
B-4	Lincoln Center Business District
B-5	Planned Regional Business District
H-1	Interstate Commercial District
H-2	Highway Business District
H-3	Highway Commercial District
H-4	General Commercial District
I-1	Industrial District
I-2	Industrial Park District
I-3	Employment Center District
P	Public Use District

One Square Mile
Sec. 24 T9N R6E



Zoning Jurisdiction Lines

City Limit Jurisdiction



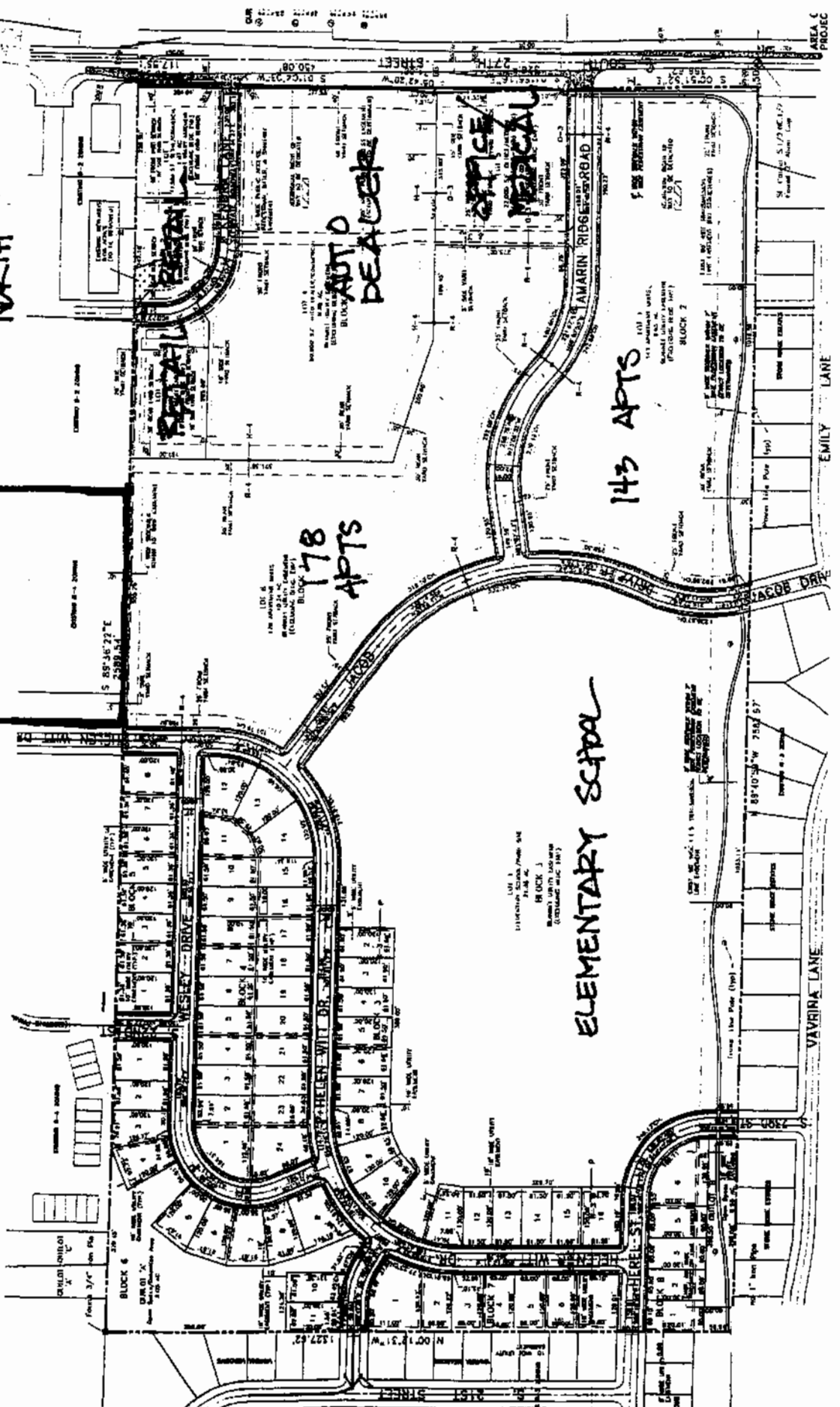
Lincoln City - Lancaster County Planning Dept.

SPECIAL PERMIT #1908
 PRELIMINARY PLAT #02019
 TAMARIN RIDGE

AREA OF
 APPLICATION



NORTH



AREA C
 PROJECT

OTT SCHOOL SITE

DETENTION CELL

AREA OF

APPLICATION

NORTH

HELEN WITT DRIVE

ENTER LAKE ROAD

OUTLOT "J"

DETENTION CELL

100-4 GARAGE
54 STALLS
98 TOTAL
RATIO 2.88

155 STALLS
207 TOTAL
RATIO 2.15:1

8 PLEX LOT 2

8 PLEX LOT 4

36 PLEX

36 PLEX

36 PLEX

36 PLEX

36 PLEX

STALLS 6

STALLS 6

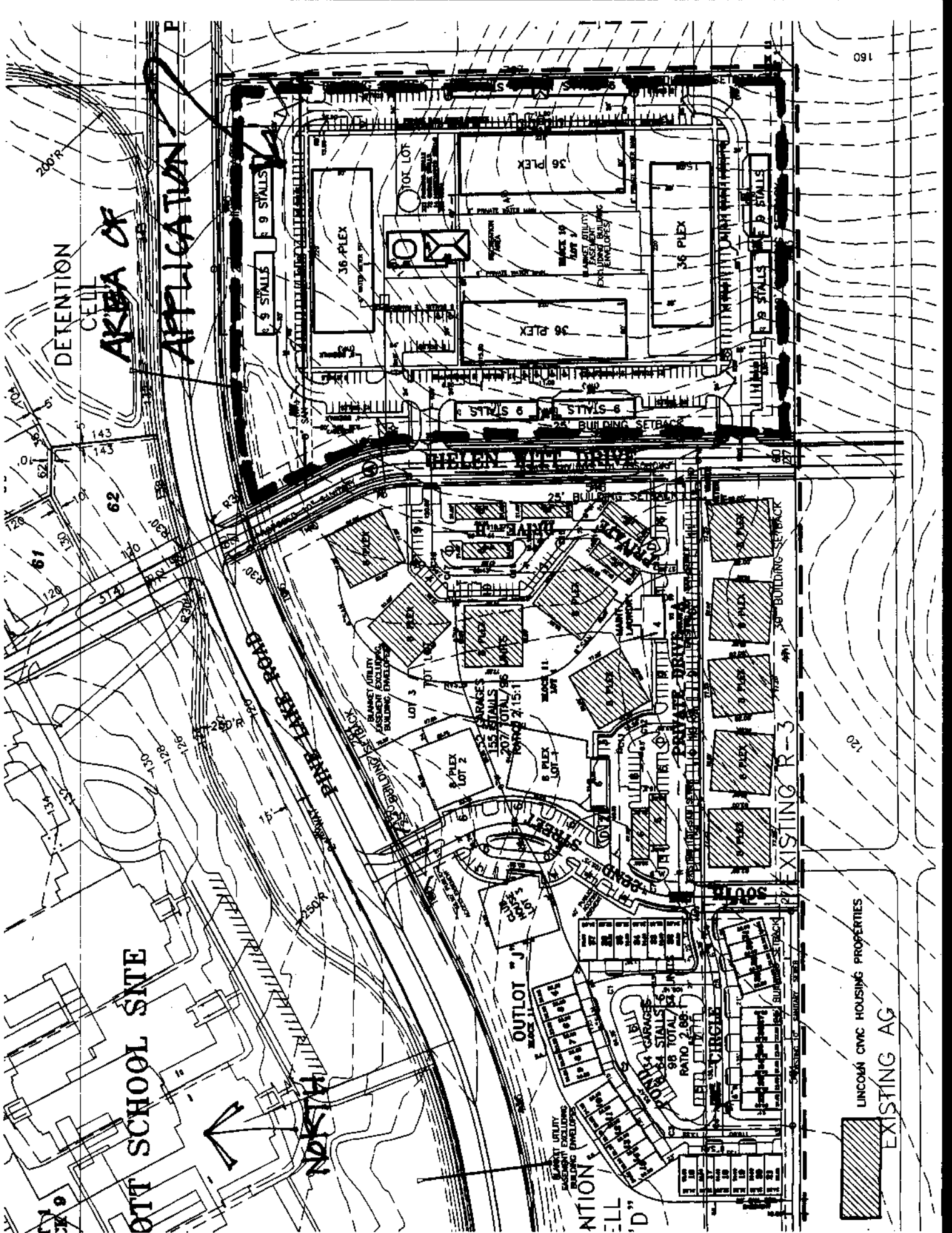
9 STALLS

9 STALLS

EXISTING R-3

LINCOLN CNC HOUSING PROPERTIES

EXISTING AG



Information Sheet
South 27th Commercial Development

Property along 14th -27th Streets, from Yankee Hill Rd to Pine Lake Rd has been approved for over 3.7 million square feet of commercial space. A substantial amount of the retail and office space approved is yet unbuilt, including large portions of Vavrina Meadows, Horizon Business Center, Wilderness Woods Office Park and the development on all three corners of 27th and Yankee Hill Road.

Project Name, and General Uses	Approx. Square Feet Approved	General Location
SouthPointe Pavilions retail, theater & office	710,000	27 th and Pine Lake Road northeast corner
South Ridge Village office and retail	315,000	27 th and Pine Lake Road southeast corner
South Ridge Center grocery store and retail	133,000	27 th & Pine Lake Road, southwest corner
Tamarin Ridge car dealer & office	137,000	27 th and Pine Lake Road south of southwest corner
South Ridge retail and office uses	207,000	27 th and Pine Lake Road northwest corner
Pine Ridge Center convenience commercial	87,000	14 th to 20 th on south side of Pine Lake Road
Vavrina Meadows mixed commercial	496,000	14 th and Yankee Hill Road northeast corner
Wilderness Woods Office Park, office	275,000	14 th and Yankee Hill Road southeast corner
Horizon Business Center office, retail, warehouse, industrial	530,000	14 th and Pine Lake Road west side
Wilderness Hills retail and office	495,000	27 th and Yankee Hill Road southeast corner
Pine Lake Heights South car dealer & office	198,000	27 th and Yankee Hill Road northeast corner
Stone Ridge Estates grocery and retail	166,000	27 th and Yankee Hill Road northwest corner
	3,749,000	